



MIAMI BEACH

PLANNING DEPARTMENT

HISTORIC PRESERVATION BOARD

FROM: Jorge G. Gomez, Director
Planning Department

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RE: Discussion Item:
Study of National Park Service Designation Opportunities

National Historical Park

This designation generally applies to national parks which contain historic resources. National Historical Parks extend beyond single properties or individual buildings. The National Park Service normally acquires sites within the proposed park boundaries or alternatively, must enter into binding, written cooperative agreements with private and public property holders assuring that the preservation and historical integrity of such properties remains in force and effect. National Historical Parks are managed by the National Park Service and are units of the National Park Service.

Designation Process

Proposals for additions to the National Park System may come from the public, state, and local officials, Indian tribes, members of Congress, or the National Park Service. To be eligible for favorable consideration as a unit of the National Park System, an area must possess nationally significant natural, cultural, or recreational resources; be a suitable and feasible addition to the system; and require direct NPS management instead of protection by some other governmental agency or by the private sector.

An area that is nationally significant also must meet criteria for suitability and feasibility to qualify as a potential addition to the National Park System. To be suitable for inclusion in the System an area must represent a natural or cultural theme or type of recreational resource that is not already adequately represented in the National Park System **or is not comparably represented and protected for public enjoyment by another land-managing entity** (for example, local development review boards). Adequacy of representation is determined on a case-by-case basis by comparing the proposed area to other units in the National Park System for differences or similarities in the character, quality, quantity, or combination of resources, and opportunities for public enjoyment.

Areas are added to the National Park System by an act of Congress or the President of the United States. However, before Congress decides about creating a new park it needs information about the quality of the resource and whether it meets established criteria. The National Park Service answers such questions by conducting studies that gather basic data about an area to determine its level of

significance. If an area meets the standards of national significance, additional information is gathered about its suitability and feasibility as a park unit and alternatives for management and protection. If an area does not meet the standards of national significance, the National Park Service will suggest other appropriate state, local, or private actions.

To be feasible as a new unit of the National Park System an area's natural systems and/or historic settings must be of sufficient size and appropriate configuration to ensure long-term protection of the resources and to accommodate public use. It must have potential for efficient administration at a reasonable cost. Important feasibility factors include land ownership, acquisition costs, access, threats to the resource, staff and development requirements for a National Park.

Criteria for Designation

A proposed unit will be considered nationally significant if it meets all four of the following standards.

1. It is an outstanding example of a particular type of resource;
2. It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our Nation's heritage;
3. It offers superlative opportunities for recreation, for public use and enjoyment, or for scientific study;
4. It retains a high degree of integrity as a true, accurate, and relatively unspoiled example of the resource.

Management Structure

Units of the National Park System are managed under mandates differing from those guiding many other Federal, State, and local agencies. The National Park Service is responsible for directly managing National Historical Parks to provide for public enjoyment in such a way that will leave resources "unimpaired for the enjoyment of future generations".

Alternatives to National Park Service management might adequately protect resources even if they are significant, suitable, and feasible additions to the System. Studies of potential new park units evaluate management alternatives that may include continued management by state or local governments, Indian tribes, the private sector, or other federal agencies; technical or financial assistance from established programs or special projects. **Additions to the National Park System will not usually be recommended if another arrangement can provide adequate protection and opportunity for public enjoyment.**

Examples of National Historical Parks include, the *Colonial National Historical Park* in Virginia which includes *Colonial Williamsburg*, and the *Boston National Historical Park* which is a clearly defined area of 43 acres containing an extraordinary collection of historic resources directly related to the American Revolution, such as The Paul Revere House, Faneuil Hall, and the Bunker Hill Monument.

Potential Benefits

1. Prestige associated with National Historical Park status
2. Marketing Cultural and Heritage Tourism with the National Park Service resources, such as listing on the Park Service website

Challenges

1. Acquisition of municipal and/or privately owned properties by the National Park Service.
2. Establishing binding, written cooperative agreements with property owners (both public and private) whose ownership may include hotels, restaurants, and other commercial and residential structures, to assure the preservation and historical integrity of identified properties remains in force in perpetuity.
3. Achieving City Commission support for National Historical Park designation
4. Convincing the National Park Service that listing on the National Register of Historic Places and local district designation does not provide sufficient protection of historic resources for public enjoyment.
5. As the National Park Service is responsible for managing the park, Federal involvement will likely occur at many levels.

National Heritage Areas

National Heritage Areas (NHA) expand on traditional approaches to resource stewardship by supporting large-scale, community centered initiatives that connect local citizens to the preservation and planning process.

The National Park Service (NPS) provides technical, planning and limited financial assistance to National Heritage Areas. The NPS is a partner and advisor, leaving decision-making authority in the hands of local people and organizations.

A National Heritage Area is not a unit of the National Park Service, nor is any land owned or managed by the NPS. National Park Service involvement is only advisory in nature.

National Heritage Areas are designated by Congress. Each National Heritage Area is governed by separate authorizing legislation and operates under provisions unique to its resources and desired goals. For an area to be considered for designation, certain key elements must be present. First and foremost, the landscape should be classified as a *nationally distinctive landscape*. According to the National Park Service the term *nationally distinctive landscape* should be understood to include places that are characterized by unique cultures, nationally important events, and historic demographic and economic trends and social movements, among others.

Designation Process

National Heritage Area (NHA) designation begins with a grassroots, community-centered process called a "feasibility study," rather than with an application. This process examines a region's history and resources in depth and provides a strong foundation for eventual success as a National Heritage Area.

The feasibility study can be requested by Congress, directing the NPS to undertake the study. A team will work with residents as they determine whether National Heritage Area designation is an appropriate strategy. This is rarely done. Funds for this approach are allocated directly by the NPS and made available as the budget process allows, which can take a several years. In other cases, a local non-profit, state or local government agency may take the lead in reaching out to stakeholders.

The NPS offers guidance, but does not provide funding to these efforts. The strength and consensus of the local initiative is what normally determines whether Congress designates a National Heritage Area.

Four steps are outlined by the National Park Service as necessary before the Department of the Interior makes findings and recommendations to Congress regarding designation of a region as a NHA:

1. completion of a suitability/feasibility study
2. public involvement in the suitability/feasibility study
3. demonstration of widespread public support among heritage area residents for the proposed designation; and
4. commitment to the proposal from the appropriate players which may include governments, industry, and private, non-profit organizations, in addition to local citizenry

A conceptual financial plan must also be devised, demonstrating, at a minimum, the ability to meet federal matching requirements that may become available upon NHA designation (all Federal funding must be matched on a one-to-one basis). A five-year financial plan is recommended, and

should include estimates of funds to be made available by the management entity, state or local contributions, and potential funding by private interests.

Ultimately, it is the United States Congress that designates regions of the country as National Heritage Areas. The National Park Service, the federal body charged with managing the National Heritage Areas program, frequently testifies as to whether or not a region has the resources and local financial and organizational capacity to carry out the responsibilities that come with designation.

Suggested Criteria for Designation

1. An area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage, through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities;
2. Reflects traditions, customs, beliefs, and folklife that are a valuable part of the nation's story;
3. Provides outstanding opportunities to conserve natural, cultural, historic, and /or scenic features;
4. Provides outstanding recreational and educational opportunities;
5. The resources important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation;
6. Residents, business interests, non-profit organizations, and governments within the proposed area were involved in the planning and have demonstrated support for designation of the area;
7. The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the Heritage Area;
8. The proposal is consistent with continued economic activity in the area;
9. A conceptual boundary map has been reviewed by the public;
10. The management entity proposed to plan and implement the project is described.

Management Structure

Unlike a National Historical Park, a National Heritage Area ***is NOT a unit of the National Park Service***, nor is any land owned or managed by the NPS. National Park Service involvement is only advisory in nature. The National Park Service has no regulatory role within a National Heritage Area.

During the feasibility study, residents decide on the best way to coordinate heritage area activities. This can be through a non-profit alliance or a local or state government body. If a designation bill is introduced to Congress, the bill will identify a "local coordinating entity." This body is authorized by Congress to manage the federal funding allocated to carry out the purpose of the legislation. If designated, the region is required to implement a management plan, and operate under performance and accountability standards connected with the receipt of Federal funds.

The management entity must be representative of varied interests in the potential heritage area, including natural and cultural resource organizations, governments, businesses and industries, recreational organizations and others that may be affected by heritage area plans.

It is the responsibility of the *management entity* to develop, promote, and fund heritage programs listed in the adopted Management Plan. These responsibilities include, among others, privately raising funds to match federal dollars, organizing and sustaining educational and interpretive programs, walking tours, lectures and ecological and recreational events, and submitting annual reports to the National Park Service.

The *management entity* for the *Baltimore National Heritage Area* was established by creating a new division of municipal government through the Mayor's Office with three employees dedicated solely to Heritage Area Management and a cooperative relationship with the Baltimore Area Convention and Visitors Bureau, for additional assistance.

Potential Benefits

1. National Heritage Area designation by the U.S. Congress lends credibility and authenticity to the National significance of the area's heritage and resources.
2. Limited financial and technical assistance is available from the National Park Service. All financial assistance is required to be matched on a one-to-one basis.
3. Marketing Heritage Tourism Through Partnerships

Challenges / Idiosyncrasies

1. Congressional approval is required
2. Public involvement must be sustained at a very high level, both during the application process and after designation
3. Federal matching funds require a 5-year financial feasibility plan
4. Lengthy designation process (2 to 10 years)
5. An independent management entity must be created and funded (one-to-one match to federal dollars)
6. Consensus is required of all stakeholders including residents, business owners, non-profit organizations and local government
7. Historic Preservation is only one of several components required in a National Heritage Area management plan, meaning that very diverse and highly staffing and partners will be required

National Historic Landmark

While many historic places are important locally or on a state or regional level, few have meaning for most Americans. Places that "possess exceptional value or quality in illustrating and interpreting the heritage of the United States" are designated *National Historic Landmarks*.

A nationally significant property is a property (structure and/or site) of exceptional value in representing or illustrating an important theme in the history of the Nation. Nationally significant properties help us understand the history of the Nation and illustrate the nationwide impact of events or persons associated with the property, its architectural type or style, or information potential. The distinction between a National Historic Landmark and a property listed on the National Register of Historic Places is that properties listed on the National Register are primarily of State and local significance. With a State or locally significant property, its impact is restricted to a smaller geographic area.

Examples of National Historic Landmarks within Miami-Dade County are: *The Miami Circle*, *Vizcaya* and the *Biltmore Hotel*, whereas the City of Miami Beach has several properties individually listed on the National Register of Historic Places such as *Old City Hall*, *the Venetian Causeway*, *the Cadillac Hotel* and *Fontainebleau Hotel*.

All National Historic Landmarks are included in the National Register which is the official list of the Nation's historic properties worthy of preservation. The National Historic Landmarks program was established to identify and protect places possessing exceptional value in illustrating the nation's heritage. Only 3% of properties listed in the National Register of Historic Places are designated as National Historic Landmarks.

Designation Process

The process for designating a property as a Landmark is very different from that of listing on the National Register with different criteria and procedures used. Some properties are recommended as nationally significant when they are nominated to the National Register, but before they can be designated as National Historic Landmarks, they must be evaluated by the National Park Service's National Historic Landmark Survey.

Potential Landmarks are identified primarily through theme studies undertaken by the National Park Service; these studies provide a comparative analysis of properties associated with a specific area of American history, such as Labor or Women's History. The historic importance of these potential Landmarks is evaluated by the National Park Service and the National Park System Advisory Board twice yearly at meetings that are open to the public. The Advisory Board includes citizens who are national and community leaders in the conservation of natural, historic, and cultural areas. Recommendations by the Advisory Board are made to the Secretary of the Interior on potential National Historic Landmarks. Final decisions regarding National Historic Landmark designation are made by the Secretary of the Interior (whereas, listing on the National Register is determined by the Keeper of the Register). In most cases, designation by the Secretary occurs six to eight weeks following the Advisory Board's recommendation. Designation may be delayed if questions regarding the significance, physical condition, or boundaries of a potential Landmark are raised by the Advisory Board or the Secretary of the Interior. Nominations prepared by other Federal agencies, State Historic Preservation Officers, and individuals are accepted for review and represent an increasing number of nominations reviewed each year.

Most National Heritage Landmarks are owned by private individuals or groups. Others are owned by local, state, tribal or federal government agencies. Owners and public officials are given an opportunity to comment on nominations and private owners are given the opportunity to concur in or

object to their designation.

If a private owner, or the majority of private owners of a potential Landmark with multiple owners, object to Landmark designation, the Secretary cannot designate the property.

Criteria for Designation

The quality of national significance is ascribed to districts, sites, buildings, structures and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, technology and culture; and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association, and:

(1) That is associated with events that have made a significant contribution to, and are identified with, or that outstandingly represents, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or

(2) That are associated importantly with the lives of persons nationally significant in the history of the United States; or

(3) That represent some great idea or ideal of the American people; or

(4) That embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for the study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or

(5) That are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or

(6) That have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.

Ordinarily, cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past 50 years are not eligible for designation. Such properties, however, will qualify if they fall within the following categories:

(1) A religious property deriving its primary national significance from architectural or artistic distinction or historical importance; or

2) A building or structure removed from its original location but which is nationally significant primarily for its architectural merit, or for association with persons or events of transcendent importance in the Nation's history and the consequential association; or

(3) A site of a building or structure no longer standing but the person or event associated with it is of transcendent importance in the Nation's history and the consequential association; or

(4) A birthplace, grave, or burial if it is of a historical figure of transcendent national significance and

no other appropriate site, building or structure directly associated with the productive life of that person exists; or

(5) A cemetery that derives its primary national significance from graves of persons of transcendent importance, or from an exceptionally distinctive design or from an exceptionally significant event; or

(6) A reconstructed building or ensemble of buildings of extraordinary national significance when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other buildings or structures with the same association have survived; or

(7) A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own national historical significance; or

(8) A property achieving national significance within the past 50 years if it is of extraordinary national importance.

Management Structure

Owners of National Historic Landmarks are free to manage their property as they choose, provided no federal license, permit, or funding is involved. Federal agencies whose projects affect a National Historic Landmark must give the Advisory Council on Historic Preservation an opportunity to comment on the project and its effects on the property.

Potential Benefits

1. Owners of National Historic Landmarks may be able to obtain federal historic preservation funding, when such funding programs are available. Some federal funding sources may give National Historic Landmarks higher priority for funding than other National Register properties. Federal investment tax credits for rehabilitation and other provisions may apply.
2. A bronze plaque bearing the name of the National Historic Landmark and attesting to its national significance is presented to the owner upon request.
3. Once designated, the National Park Service commits to assist in the preservation of these properties through the National Historic Landmarks Assistance Initiative. The Assistance Initiative promotes the preservation of National Historic Landmarks only through technical assistance to their stewards and education of the general public about the importance of these properties, not through financial assistance.
4. The Section 106 review process can be useful in ensuring that incompatible development projects or other actions funded, licensed, or initiated by Federal agencies are reviewed and modifications made when possible to avoid, minimize, or mitigate possible harm to historic properties.
5. Increased exposure to tourists seeking cultural destinations through National Park Service promotional materials, including being listed on the National Parks Service website under the title 'National Historic Landmark.' Out of more than 80,000 places on the National Register, less than 2,500 are National Historic Landmarks.

Summary

While National Historic Landmark designation would not offer any additional protection to properties located within the National Register Architectural District or local historic districts, it would offer a higher level of prestige at the National level. The National Historic Landmark designation would likely increase the amount of cultural tourists seeking such destinations. Hence, the primary advantage would be attracting additional cultural tourism.

The most logical candidate for National Landmark listing is the original National Register Architectural District under the theme of 20th Century American Urban Development.

Listed on the National Register in 1979 and affectionately known as the 'Art Deco' District, this 20th Century Historic District has clearly demonstrated its value in attracting and educating visitors from all parts of the nation and the world.

Preliminary Conclusion

After discussing the three separate options for designation, the Southeast Regional Coordinator of the National Heritage Areas Program, Patty Wissinger, suggested that the most appropriate designation for the City of Miami Beach to pursue would be that of National Historic Landmark and that the existing National Register Architectural District is a potential candidate for listing as a National Historic Landmark.